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INFO AMEMBASSY BONN

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USNMR SHAPE

S E C R E T SECTION 1 OF 2 USNATO 3855

E.O. 11652: GDS

TAGS: PARM, NATO, MBFR

SUBJ: MBFR: OPTION III: FRG PAPER ON AIRCRAFT LIMITATIONS

THIS MESSAGE TRANSMITS THE TEXT OF FRG PAPER ON AIRCRAFT LIMITATIONS, WHICH RUTH DISTRIBUTED AT JULY 18 TRILATERAL. AS REPORTED SEPTTEL, FRG WOULD APPRECIATE IT IF U.S. WOULD COMMENT ON THIS PAPER DIRECTLY TO FRG.

BEGIN TEXT:

MBFR: AIRCRAFT LIMITATIONS

1. IN DISCUSSING THE PROBLEMS RELATED TO OPTION III WE HAVE BEEN HOLDING THE VIEW THAT DIRECT CONTRACTUAL LIMITATIONS ON THE NUMBER OF EUROPEAN AIRCRAFT CANNOT BE ACCEPTED. IT IS ALONE BY MEANS OF AGREED COLLECTIVE CEILINGS FOR THE PERSONNEL OF GROUND AND AIR FORCES THAT NON-CIRCUMVENTION OF US/SOVIET AGREEMENTS SHOULD BE ASSURED.

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2. FIXED CONTRACTUAL LIMITATIONS ON THE NUMBER OF AIRCRAFT WOULD OBSTRUCT, BOTH IN TERMS OF STRUCTURE AND ORGANIZATION, THE EFFECTIVENESS OF THE AIR FORCES OF THE EUROPEAN NATO COUNTRIES FOR A LONG TIME AND WOULD IMPEDE FURTHER MODERNI-

ZATION AND RESTRUCTURING OF THESE FORCES. IT IS PATENTLY OBVIOUS THAT SUCH ARRANGEMENTS WOULD HAVE A LESS SEVERE IMPACT ON STATES SITUATED OUTSIDE THE AREA OF REDUCTIONS THAN ON THOSE STATES WHICH MAINTAIN THE ENTIRE FORCES INSIDE THIS AREA.

3. CONTRACTUAL CEILINGS APPLYING TO THE NUMBERS OF AIRCRAFT WOULD NECESSARILY LEAD TO THE ESTABLISHMENT OF SUB-CEILINGS FOR INDIVIDUAL WEAPON SYSTEMS. HOWEVER, THIS WOULD RESTRICT FLEXIBILITY AND FREEDOM OF ACTION OF THE SERVICE WHICH RENDERS A SUBSTANTIAL CONTRIBUTION TO MAINTAINING DETERRENCE IN ACCORDANCE WITH MC 14/33 AND TO IMPLEMENTING THE CONCEPT OF FORWARD DEFENCE BECAUSE ITS CHARACTERISTICS (MOBILITY, FLEXIBILITY, DUAL ROLE CAPACITY, SPEED, RADIUS OF ACTION, OPERATIONAL READINESS, REACTION CAPABILITY ETC.) MAKE IT SPECIFICALLY WELL SUITED TO MEET THESE VERY CRITERIA OF MC 14/3.

4. MODERN AIR FORCES HAVE BEEN RATIONALIZED TO THE MAXIMUM DEGREE UNDER THE ASPECT OF COST-EFFECTIVENESS. THEIR CAPABILITY TO OPERATE THEIR WEAPON SYSTEMS AND FACILITIES HAS ALWAYS BEEN CONTINGENT ON, AND IN FACT LIMITED BY, THEIR PERSONNEL STRENGTH. IN OTHER WORDS, THE PERSONNEL AVAILABLE IS INDISPENSABLE FOR THE OPERATION AND EMPLOYMENT OF THE WEAPON SYSTEMS. REDUCTIONS/LIMITATIONS OF THE PERSONNEL LEVELS ARE THEREFORE BOUND TO HAVE REPERCUSSIONS ON THE NUMBER AND OPERATIONAL READINESS OF THE AVAILABLE WEAPON SYSTEMS. EVEN SLIGHT AND HARDLY VERIFIABLE PERSONNEL REDUCTIONS WOULD MAKE THE DISBANDMENT OF OPERATIONAL FLYING UNITS IMPERATIVE AND WOULD THUS WEAKEN THOSE AIR FORCE ELEMENTS WHICH ARE OF PARTICULAR IMPORTANCE IN THE EVENT OF A SURPRISE ATTACK. NO WOULD CHANGES IN THE PERSONNEL STRUCTURE - E.G. BY WITHDRAWING PERSONNEL FROM DEACTIVATED SUPPLY FACILITIES AND ASSIGNING IT TO FLYING UNITS - OFFER A SOLUTION. THE STRUCTURAL AND FUNCTIONAL CHARACTERISTICS OF THE AIR FORCES DO NOT ADMIT OF SUCH A PROCEDURE. IN ADDITION, THE HIGH DEGREE OF
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SPECIALIZATION OF AIR FORCE PERSONNEL AND THE SECONDARY FUNCTIONS ASSIGNED TO THEM PRECLUDE ANY RE-ALLOCATION OR CONSOLIDATION OF RESPONSIBILITIES. A CHANGE OF THE PERSONNEL - TO - AIRCRAFT RATIO WILL THEREFORE HARDLY BE POSSIBLE.

5. EVER SINCE THE ACTIVATION OF THE GERMAN AIR FORCE THE INTRODUCTION OF NEW AIRCRAFT HAS MADE IT NECESSARY TO ACCEPT REDUCTIONS IN TERMS OF NUMBERS OF AIRCRAFT AND TOTAL FLYING HOURS, THE PERSONNEL STRENGTH HAVING REMAINED UNCHANGED. THE CONVERSIONS FROM F-84 TO F-104G, FROM F-104G TO F-4 AND FROM G-91 TO F-4 FURNISH AMPLE PROOF OF THIS TREND WHICH WAS NOT DUE TO HIGHER PROCUREMENT

OF OPERATING COSTS BUT RATHER TO THE FACT THAT THE NEW
AND MORE EFFECTIVE WEAPON SYSTEMS CALLED FOR A HIGHER

PERSONNEL - TO - AIRCRAFT RATION.

6. THE INTRODUCTION OF MORE SOPHISTICATED WEAPON SYSTEMS
AND THE NEED TO MAINTAIN THE PERSONNEL STRENGTH OF THE
AIR FORCE AT ITS PRESENT LEVEL HAVE NOT ONLY LED TO A
REDUCTION OF THE NUMBER OF AIRCRAFT INTRODUCED, BUT
HAVE ALSO CAUSED SOME OF THE MISSIONS OF THE OLDER
WEAPON SYSTEMS TO BE DISCONTINUED AND EVEN SOME UNITS
TO BE DEACTIVATED ALTOGETHER. THIS IS ILLUSTRATED BY
THE INTRODUCTION OF THE RF-4E AND F-4F AIRCRAFT: THE
GOUR G-91 WINGS LOST THEIR PHOTOGRAPHIC RECONNAISSANCE
CAPABILITY BECAUSE SPECIALISTS ASSIGNED TO THESE UNITS
WERE REQUIRED FOR THE ACTIVATION OF A SIMILAR CAPACITY
IN THE TWO RF-4E RECONNAISSANCE WINGS. AS A RESULT,
ONE OF THE G-91 WINGS HAD TO BE DEACTIVATED OWING TO
LACK OF PERSONNEL.

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7. ALTHOUGH THE AIRCRAFT OF THE NEW GENERATION (MRCA, ALPHA
JET) WILL BE EASIER TO MAINTAIN, THEIR INTRODUCTION WILL
NOT PERMIT ANY REDUCTIONS IN PERSONNEL. IMPROVED MAINTAIN-
ABILITY (WHKICH MIGHT BE ACHIEVED BY THE USE OF EXCHANGE-
ABLE MODULES, AUTOMATIC SYSTEM CONTROLS AND OVERALL
RATIONALIZATION) WILL BE VIRTUALLY OFFSET BY ADDITIONAL
REQUIREMENTS, FOR INSTANCE A GREATER LOADING CAPACITY
AND THE RELATED EXPANSION OF THE ARMAMENT COMPONENT, OR GREATER
EMPHASIS ON AVIONICS COMPARISING NEW AND SOPHISTICATED

EQUIPMENT. MANPOWER ECONOMIES WILL THEREFORE NOT BE POSSIBLE. WITHIN THE ESTABLISHED PERSONNEL CEILINGS IT WILL AT BEST BE POSSIBLE TO MAINTAIN THE NUMBER OF AIRCRAFT AT ITS PRESENT LEVEL. AN AUGMENTATION OF THE AIRCRAFT INVENTORY IS HOWEVER OUT OF THE QUESTION.

8. IN ADDITION, STUDIES OF POSIBILITIES TO REDUCE THE STRENGTH OF GERMAN AIR FORCE PERSONNEL HAVE SHOWN THAT

- TO & E SPACES ARE TAILORED TO AND HAVE BEEN APPROVED IN THE BUDGET ONLY FOR THE ABSOLUTE MINIMUM NUMBER OF PERSONNEL REQUIRED;
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- OWING TO SHORTAGES IN PERSONNEL; PART OF THESE SPACES HAD TO BE FILLED BY CONSCRIPTS RATHER THAN TRAINED SPECIALISTS;

- THE INTRODUCTION OF THE 40-HOUR WEEK FOR CIVILIAN EMPLOYEES HAS PLACED AN ADDITIONAL WORKLOAD ON MILITARY PERSONNEL IN VIEW OF THE NEED TO MAINTAIN FULL OPERATIONAL READINESS;

- THE AVERAGE WORKLOAD IMPOSED ON MILITARY PERSONNEL AMOUNTS TO 50-60 HOURS PER MAN WEEK IN THE FLYING UNITS AND 70-80 HOURS PER MAN WEEK IN THE SAM UNITS AND HAS THEREFORE REACHED A LIMIT WHICH CANNOT BE EXCEEDED.

9. A LIMITATION OF THE PERSONNEL STRENGTH OF THE GERMAN AIR FORCE WOULD BE BOUND TO LEAD TO A LIMITATION OF THE NUMBER OF ITS AIRCRAFT. SINCE ALL MODERN AIR FORCES HAVE TO FACE SIMILAR TECHNOLOGICAL REQUIREMENTS AND ARE SUBJECT TO SIMILAR CONSIDERATIONS OF COST-EFFECTIVENESS, I IT IS BELIEVED THAT AGREED COLLECTIVE CEILINGS FOR THE PERSONNEL OF GROUND AND AIR FORCES WILL SUFFICE TO ENSURE NON-CIRCUMVENTION OF US/SOVIET AGREEMENTS.
END TEXT.PEREZ

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